

Amb. Leonhart

REVISED DRAFT (nfacNotice)

NFAC NOTICE  
NO. \_\_\_\_\_\*

23 June 1981

*McMahon 6/29*

PROCEDURES FOR INTERAGENCY  
INTELLIGENCE PRODUCTION OF NIEs AND SNIEs

This Notice establishes new guidelines for interagency intelligence production, based on the experience to date of the National Intelligence Council (NIC), and on recent critiques of existing procedures by the Senior Review Panel and the DCI.

The principal purpose of these changes:

- To meet the expressed wish of the DCI to produce NIEs and SNIEs which are better suited than are existing estimates for NSC and Cabinet-level examination and consideration.
- To assist senior policymakers, thus, by producing interagency assessments which are less bulky -- and to do so quicker.
- To improve the substantive usefulness of such assessments to the policy process.
- To enhance senior review within the intelligence community by engaging the DCI and the NFIB principals more fully in arriving at the judgments set out in these assessments.

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\* The provisions of NFAC Notice No. 51-7, dated 21 May 1980, "Procedures for Interagency Intelligence Production," remain in effect except where superseded by this Notice.

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Guidelines for format

Except in cases where the DCI, DD/NFA, or C/NIC direct otherwise\*, each draft estimate (NIE or SNIE) will generally initially consist of three entities: (1) the basic or backup estimate, (2) a shorter Key Judgments section, and (3) a very brief (one page, in most instances) Summary Conclusions. All three entities will in most instances be regularly coordinated by the Agency representatives. But when completed, the formal NIE or SNIE which goes to the Principals and NFIB will consist only of two portions: that is, the Key Judgments become the estimate; the Summary Conclusions become the capsuled executive summary. The initial basic or backup estimate will generally be published and distributed separately: depending on the particular case, C/NIC, in consultation with the DD/NFA and the DCI, will determine whether this section will be attached to the (brief) NIE or SNIE as a backup annex, will be published as an accompanying Volume II, or will be published and distributed as a wholly separate product to working-level consumers. There will of course be occasions where the length or complexity of the estimate will necessitate variations on the above themes.

Content of interagency assessments

In preparing such assessments, Drafters and Chairmen shall assure that drafts:

\* NIE 11-3/8 and other complex military estimates will continue to be produced generally as at present. DCI, DD/NFA, or C/NIC may exempt brief or fast track -- or, on occasion, other -- NIEs and SNIEs from the provisions of this Notice. Also, IIMs will continue to be produced essentially as at present.

- Be as directly relevant to ongoing policy concerns as possible, within the ground rules of appropriate discussion by intelligence officers.
- Include sensitivity to US interests in the given situations, the degree of leverage the US may have to influence those situations, and the significance of various outcomes for US interests.
- Contain as much estimative thrust as possible, including where appropriate possible alternative likely future developments.
- Genuinely integrate political, military, economic and other factors in the given situation under examination -- especially with respect to economic forces and to the broader political purposes of military power.

#### Process for Better Engaging the DCI and the NFIB Principals

Concept papers/terms of reference (TORs). Except in cases of crash or fast track production procedures, the Chairman of an interagency estimate will assure that before draft concept/TOR papers have been sent out to the agency representatives, these papers will: (1) have been checked out with the requester, (2) reflect the comment of the Senior Review panel (SRP) and appropriate offices of NFAC and DDO, and (3) have been submitted to the DCI for his review. Once these papers go out to the representatives, the latter will be requested to have presented these documents to their Principals and to have received the views of the Principals before the representatives come to

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the coordination meetings. The usual time to be given for such examinations, prior to the meetings of the representatives, will be one week. At the representatives' meetings, the paper's Chairman will assure that the representatives in each case are indeed speaking for their Principals. In cases where later circumstances warrant significant changes in the initial purpose, scope, concept, or TORs of a given paper, the Chairman will assure that these changes have the approval of the DCI and the NFIB Principals.

Rough draft estimative propositions. Once the concept paper/TORs have been completed, the project's Chairman shall offer to prepare for the DCI, should he wish, an interim draft estimate which briefly and informally sets forth the principal working hypotheses the Chairman and the drafters will be testing as the estimate proceeds. In those instances where the DCI desires such an outline, the Chairman shall prepare it within two weeks. This paper will clearly be labelled as an interim product, and its draft judgments will not be binding upon further, improved drafts.

Draft estimates. Procedures similar to the above will apply. In most cases, and except in crash or fast track circumstances, the Chairman will assure that SRP, appropriate offices of NFAC and DDO, and the DCI have had a chance to register their views before the NIC draft estimate is sent out to the representatives.

When NIC drafts (Summary Conclusions, Key Judgments, and backup estimate) go out to the agency representatives, the representatives will regularly be given a week's time in which to engage their respective Principals in the content of these drafts before those representatives meet for coordination with the paper's chairman. At such meetings it will be assumed that the representatives speak for their Principals and indeed represent the latter's views.

In most cases representatives will meet once (or on consecutive days, in the case of extraordinarily complex papers). Discussion at these meetings will center on ironing out questions of fact, examining the principal assessments of the given paper, and identifying main areas of agreement or disagreement/dissent. There generally will not be cleanup meetings; in most cases, the Chairman and the drafters will take care of minutiae, carefully following the general instructions/outcomes of the assembled representatives. Similarly, any major issues not resolved at representatives' meetings will generally be examined at NFIB by the DCI and the Principals, rather than by representatives at cleanup sessions.

Drafts once coordinated by the representatives (that is, the brief, former Summary Conclusions and Key Judgments, together with any dissents or unresolved issues) will regularly go first to the DCI for his examination. Except in instances where the DCI may wish textual changes of major proportions, the estimate as approved for distribution by the DCI will then go to the Principals and will regularly be scheduled for the next formal meeting of NFIB. At NFIB, as at the representatives meetings, discussion will center on the estimate's major questions, with any necessary editorial or minor fixes to be done subsequently under the direction of C/NIC and the paper's Chairman, as directed at NFIB by the DCI.

By such accelerated processes, estimates will be expected regularly to be completed by NFIB action no later than three weeks following the time that the NIC draft has gone out to the representatives.

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Pre-NFIB Meetings with the DCI

C/NIC and the paper's Chairman will endeavor in most cases to meet with the DCI on the eve of NFIB examination of the estimate, in order to brief him on what agreements, dissents, or other issues to expect at NFIB, and to gain his approval of the estimate before it proceeds to NFIB. Such pre-NFIB meetings should regularly include the DCI, DDCI, DD/NFA, C/NIC, Chairman of the paper, and the estimate's principal drafter.

Crash or fast track cases

In such cases, the paper's chairman will assure that the SRP, other appropriate offices of CIA, the agency representatives, and the DCI have had a chance to register their views on the estimate, abridging the above procedures as necessary.

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